ISSUES AND ALTERNATIVES FOR MANAGEMENT OF THE LOWER DESCHUTES RIVER

January 1990

SUMMARY DOCUMENT

A Joint River Management Plan Between:

•Bureau Of Land Management •Bureau Of Indian Affairs •Confederated Tribes Of The Warm Springs Reservation
•State Of Oregon •Deschutes River Management Committee •Wasco, Sherman And Jefferson Counties •City Of Maupin

This document is a condensed version of a more detailed report of the issues and alternatives being considered for the management of the Deschutes River.

If your interest goes beyond what is available in this variation of the extended document, you can obtain the longer publication on request by telephoning or writing to:

District Manager
Bureau of Land Management
P.O. Box 550
Prineville, OR 97754
(503) 447-4115

CONTENTS

Dear Friend of the Deschutes River

The various agencies having management responsibilities within the lower 100 miles of the Deschutes River Canyon, along with the Deschutes River Management Committee, are in the process of developing a comprehensive plan which will guide the management of this area for the next several years. The development of this plan is required by the Oregon Legislature in HB 3019 and the U. S. Congress through its designation of the lower 100 miles of the Deschutes River as a component of the National Wild and Scenic Rivers system.

The first phase of this planning process and the purpose of this document is to specifically identify problems (issues) that exist and develop various solutions (alternatives) for resolving them.

We ask that you consider each of the identified issues that have been presented and the tentative alternatives that have been developed along with the goal and objectives that are described for each alternative. Do you agree that the important resource issues (problems, opportunities or concerns) have been identified? Do you feel the various alternatives present a reasonable range of possible ways by which the resources of the Lower Deschutes River Recreation Area could be managed? If you feel we have missed something, that we are not looking at a particular situation properly, or if you can suggest additional reasonable solutions to the issues, we are very interested in hearing from you.

You can share your ideas and opinions with us in three ways: 1, write to us at the address on this page; 2, attend one of the public meetings; 3, complete the Public Response Form at the back of this document and return it to us.

For a comment to be helpful to us, it must relate to an issue or problem that is within the legal responsibilities of the managing agencies to administer and it must be a concern or conflict that can be resolved in the Deschutes River planning process. The public comment period will end on February 28, 1990.

Written comments may be sent to: District Manager
Bureau of Land Management
P.O. Box 550
Prineville, OR 97754

Public Meetings

Eugene, January 30 at 7:00 p.m.
Harris Hall
125 E. 8th

Portland, January 31 at 7:00 p.m.
Portland Building
1120 S.W. 5th Avenue

Maupin, February 6 at 7:00 p.m.
Maupin High School
Cafeteria

The Dalles, February 7 at 7:00 p.m.
Chenowith Primary School
922 Chenowith Loop West

Madras, February 13 at 7:00 p.m.
Madras Junior High School
Cafeteria

Bend, February 14 at 7:00 p.m.
Riverhouse Motor Inn
3075 N. Highway 97

Bureau of Land Management
Bureau of Indian Affairs
Confederated Tribes of the Warm Springs Reservation
Oregon State Parks and Recreation Department
Oregon Department of Fish and Wildlife — Stephen L. Lewis
Oregon State Marine Board
Oregon State Police
Deschutes River Management Committee
Wasco County — William L. Hulse
Sherman County
Jefferson County
City of Maupin

THE PLANNING AREA

In 1970, the lower 100 miles of the Deschutes River were designated as a component of the Oregon State Scenic Waterways System. In October 1988, this same 100 mile segment from the Pelton Reregulating Dam to its confluence with the Columbia River was also designated as a National Wild and Scenic River and classified as a recreational river area.

The Lower Deschutes River Recreation Area, hereafter referred to as the planning area, contains 41,367 acres of land located in Jefferson, Sherman and Wasco Counties. Land ownership by county is shown below. The planning area includes those lands within the State Scenic Waterway and the interim National Wild and Scenic River boundaries. In those areas where the State and National boundaries do not coincide, the wider of the two will be used in determining the planning area boundary. The interim National Wild and Scenic River boundary may be adjusted in some areas through this planning process as additional resource values are identified.

Lower Deschutes River Acreage by County and Ownership

County	BLM	State	Warm SpringsTribe	Private	Total
Jefferson	4,010	137	3,255	922	8,324
Sherman	4,951	3,654	0	1,392	9,997
Wasco	11,680	1,015	2,414	7,937	23,046
Total Acreage	20,641	4,806	5,669	10,251	41,367

The River and the Planning Segments

The planning area has been divided into four segments based on geographical features, public road access, and recreational use patterns.
(See the planning area map in the Appendix.)

Segment 4
The 23 river miles from the confluence of the Deschutes with the Columbia River to Macks Canyon Campground (river mile 23).

Segment 3
The 21 river miles from Macks Canyon Campground (river mile 23) **to Sherars Falls** (river mile 44).

Segment 2
The 15 river miles from Sherars Falls (river mile 44) **to the Deschutes Club Locked Gate** (river mile 59).

Segment 1
The 41 river miles from the Deschutes Club Locked Gate (river mile 59) **to Pelton Reregulating Dam** (river mile 100).

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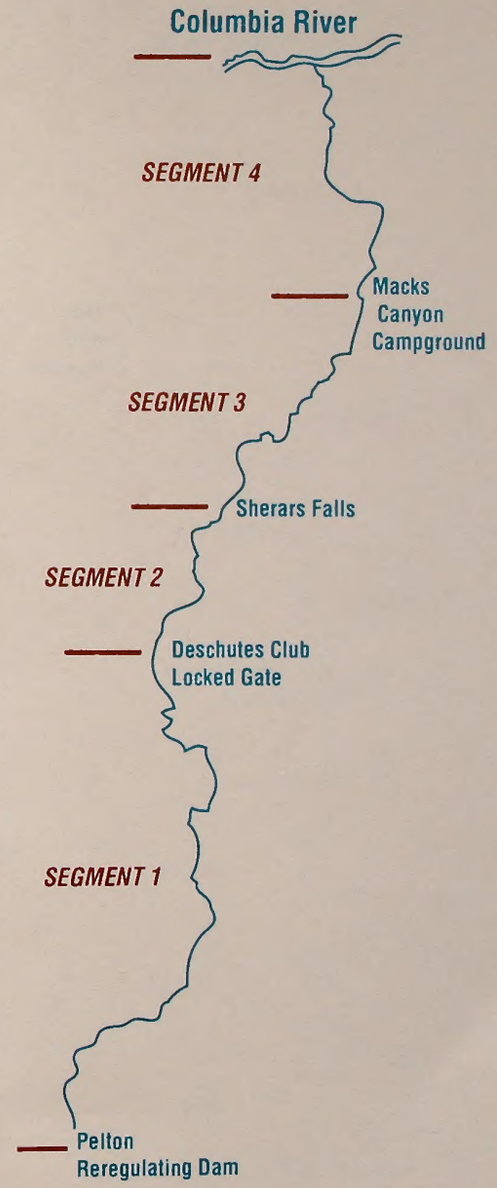

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THE PLANNING PROCESS

An extensive planning effort was initiated by passage of HB 3019 by the 1987 Oregon legislature. The Governor-appointed Deschutes River Management Committee and the various managing agencies which make up the Deschutes River Policy Group initiated this effort in 1988. Several groups of volunteers contributed a large amount of time and effort in the initial stages of developing this plan. With the lower 100 miles of the Deschutes River being designated by Congress as a National Wild and Scenic River, the planning process was modified to incorporate new requirements.

This river management plan, when completed, will comply with Federal requirements under the National Wild & Scenic Rivers Act and the National Environmental Policy Act as well as meet State requirements under HB 3019. The steps in the planning process and the schedule for completion of the management plan are shown below.

Planning Process and Schedule

Phase 1

Step	Date
Goal and objectives for the plan developed.	May 1989
Issues identified and described in detail.	July 1989
Range of management alternatives developed. *The alternatives describe reasonable possibilities for resolving the issues and providing management for each segment.*	Oct. 1989
Public meetings held on the issues and preliminary alternatives.	Jan./Feb.1990

Phase II

Step	Date
Environmental Impact Statement (EIS) prepared that addresses each alternative. *The EIS will identify the social, environmental and economic consequences of implementing each alternative.*	Winter/Spring 1990
Preferred alternative for each segment selected by the Policy Group. *The preferred alternative will likely be a composite of several alternatives and will be incorporated into the draft plan.*	Spring 1990
Draft plan and EIS completed and distributed for public review and comment.	Summer 1990
Public meetings held on the draft plan.	Summer 1990
Draft plan revised into the final plan.	Fall 1990

Phase III

Step	Date
Plan implemented, including State agency rulemaking as appropriate.	Winter 1990
Plan monitored, periodically reviewed and updated.	Ongoing

PLANNING ISSUES AND ALTERNATIVES

Issues

The following material attempts to describe the significant natural resources, major recreational activities and other conditions that exist in the lower 100 miles of the Deschutes River Canyon. Associated with each of these resources, activities and conditions are issues which are problems, opportunities, or public concerns needing to be resolved. By resolving these issues, resources such as soil, water, vegetation or wildlife habitat will be improved and activities such as boating, fishing or camping will be enhanced, and conditions involving public safety, vandalism or fire will be managed properly.

The managing agencies need to know from the public and others whether the issues have been adequately identified and whether the alternatives represent reasonable ways by which the issues can be resolved. Following this review, a thorough analysis of the impacts of implementing each of the alternatives will be completed and published as an Environmental Impact Statement (EIS). At that time, a preferred alternative will be developed by blending the best features of each of the other alternatives considered in the plan.

Planning Spectrum

In considering solutions to the various issues in the Deschutes River Canyon, a wide range of possibilities exist. Some solutions to the identified issues could create a more developed environment. For example, a large number of new roads and recreation facilities which would "harden" existing sites to accommodate many more visitors could be constructed; however, the experience a person would have as a result would be significantly different than what exists there now. At the other end of the spectrum, a more primitive condition could be restored if existing roads and facilities were closed and the land returned to a more natural condition. Fewer numbers of visitors could be accommodated; however, the opportunity to experience an uncrowded, primitive environment would be available.

Goal And Alternatives

For many years, the Deschutes River has provided a wide range of recreation opportunities in a generally natural but roaded environment. Continuing this general philosophy of management, a goal has been established and four alternatives have been developed which present reasonable solutions to the issues which have been identified. Solutions, or alternatives, which would change the Deschutes River Canyon into a high density urban park on one hand, or a wilderness area on the other have been determined to be unreasonable and have been dismissed.

Objectives And Management Standards

Objectives have been identified for each of the four alternatives which attempt to describe the type of experience a visitor could expect to have if the Deschutes River were managed under that alternative. Management standards have also been identified for each alternative in order to provide specific indicators for managers so they may know when the objective for that alternative has been met or exceeded.

Management Actions

Each alternative identifies specific management actions that would be taken to resolve a particular issue. Management actions under **Alternative 1** resolve the issues in ways that would accommodate **higher levels of recreation use** and significantly increase the amount of recreational facilities while imposing limited regulations in order to protect the environment. At the other end of the spectrum, management actions under **Alternative 4** resolve the issues in ways that would **significantly reduce recreation use levels,** improve overall resource condition and provide more dispersed but highly regulated recreational opportunities. **Alternatives 2 and 3** prescribe management actions which would create a recreational experience and an environment in between those created under Alternatives 1 and 4. **Alternative 2** attempts to describe **the existing management** in the Deschutes River Canyon.

Management Common To All Alternatives

Some management actions have already been taken, or are in the process of being implemented, by one or more of the managing agencies as a result of previous planning decisions or interagency agreements. Other actions believed to lack public controversy or which do not significantly impact the environment are described as "Management Common to All Alternatives." They are considered decisions that will be carried forward without further analysis.

GOAL

To manage the lower 100 miles of the Deschutes River Canyon on a segment by segment basis to allow the continuation of compatible existing uses, while providing a wide range of public outdoor recreational opportunities and minimizing user conflicts. These recreational opportunities would be provided to the extent that they do not substantially impair the natural beauty of the river canyon, diminish its esthetic, fish and wildlife, scientific and recreational values and take into account the rights and interests of private landowners.

Overall Minimum Standards For The Entire Planning Area

Management actions will be taken to prevent, stop or reverse the following unacceptable conditions in the planning area under all alternatives.

1. Any riparian and upland area that is in a declining status or is in less than mid-seral (25% or less of the plant composition found in the potential natural plant community) ecological status.

2. Any riverbank that is actively eroding at such a rate that water quality and fish habitat are adversely affected.

3. Any significant natural feature or recreational value that is eroding or being irreparably damaged by human use to the point that it is in danger of being lost.

4. Any significant health hazard caused by human use.

5. Any damage to the habitat of threatened or endangered species caused by human use.

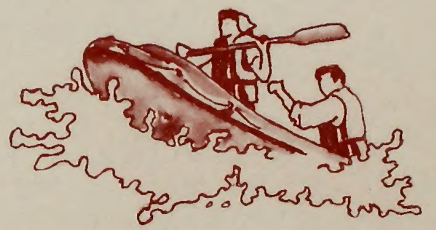
6. Any abuse of significant historical, archaeological or geological sites.

7. Any significant degradation of water quality due to human use.

8. Any fish population decreases below the following levels:

Species	Total Return	Harvest	Spawning Escapement
Spring chinook	8,500-12,000	5,500- 8,000	3,000-4,000
Fall chinook	10,000-12,000	4,000- 5,000	6,000-7,000
Summer steelhead	16,000-22,000	6,000-12,000	10,000
Rainbow trout	managed as wild fish, maintained at a total population indicated by 1,500-2,500 fish per mile larger than eight inches in the Nena Creek area		
Bull trout	maintain existing population		
Sockeye	develop and maintain a self-sustaining run		

9. Any significant damage to private land and improvements within or adjacent to the planning area resulting from public use.



ALTERNATIVES AND OBJECTIVES

This planning process views the Deschutes River as a spectrum of recreational opportunity. The alternatives are possible options from which to choose and those that best address the issues will be included in the final plan.

Objectives

Alternative 1
This alternative provides for a higher level of use.

MORE USE

The management objectives under this alternative would be to accommodate **increased levels of recreational use**, while protecting the environment where the sights, sounds and interaction with other individuals or groups would often be high. The character of the area would remain in a generally natural appearing condition; however, facility development to enhance recreational opportunities such as camping, boating, fishing and vehicle oriented activities would occur. On-site regimentation and controls would be obvious, but limited to those necessary for public safety as well as to accommodate increased numbers of visitors, and to maintain fisheries condition, soil stability and vegetative cover.

Alternative 2
This alternative describes existing management.

Alternative 2 is the baseline from which the other alternatives can be compared.

NOW

This is the no-action alternative required by the National Environmental Policy Act and as a result is not consistent with the range of alternatives identified. The intent of this alternative would be to **continue present levels of management.** Overall recreational use levels would be unregulated and would continue to increase causing a moderate to high degree of interaction with other individuals and groups. On-site regimentation and controls would be evident in some areas and lacking in others.

Alternative 3
This alternative provides for somewhat less use.

LESS USE

The management objectives under this alternative would be to **reduce peak recreational use levels** while improving natural resource condition. The sights, sounds and level of interaction with other individuals or groups would be moderate. Facility development to accommodate recreational activities would occur so long as the natural character of the area was not affected. Regimentation and controls would be obvious, but would be compatible with the environment and aimed at protecting natural values and visual quality.

Alternative 4
This alternative provides for much less use.

MUCH LESS USE

The management objectives under this alternative would be to **significantly reduce recreational use levels**, improve overall natural resource condition and provide recreational opportunities in a less crowded setting. The sights, sounds and overall level of interaction with other individuals or groups would be low to moderate. New facility development would occur away from sensitive areas to disperse recreation use. Regimentation and controls would be handled both on-site and off-site through fees, regulations and limitation. On-site regimentation and controls would fit into the natural landscape to the greatest degree possible.

Solutions, or alternatives, which would change the Deschutes River Canyon into a high density urban park on one hand, or a wilderness area on the other have been determined to be unreasonable and have been dismissed.

MANAGEMENT STANDARDS

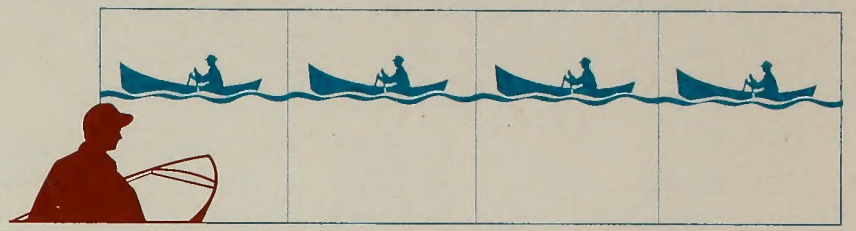
Standards for group/individual contact or interaction are intended only as illustrated examples of what may occur under each alternative. They are based on the 1987 report to the Oregon Legislature entitled Social and Ecological Impacts of Recreational Use on the Deschutes River Scenic Waterway and reflect the amount of use in 1986. Under present use patterns, these "peaks of use" would occur during July and August and most frequently on weekends.

Boaters

Alt. 1 MORE USE

Boater numbers not limited in any segment.

It is estimated that boaters may eventually be in sight and sound of other boating parties up to 100% of the time in all segments.



Alt. 2 NOW

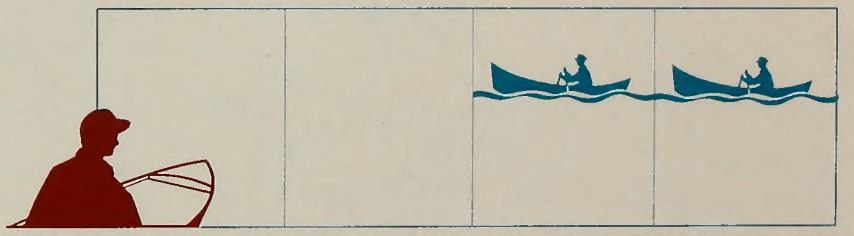
No limit on the number of boaters or other users.

It is estimated that boaters are in sight and sound of other boating parties on an average of 75% of the time in segment 2.

Alt. 3 LESS USE

Daily boater numbers limited to a maximum of 425 in segment 1, 475 in segment 2 and 50 in segment 3 from May 15 to September 15. Boater numbers in segment 4 would be limited to 150 boaters per day from May 15 to October 15. It is estimated that boaters would be in sight and sound of other boaters up to 30 percent of the time in segments 1, 3 and 4 and up to 50 percent in segment 2.

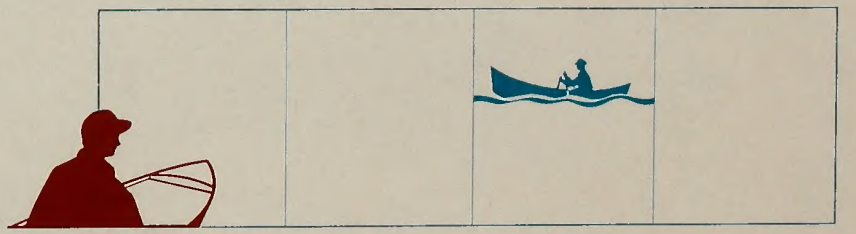
It is estimated that boaters would be in sight and sound of other boating parties up to 50% of the time in segment 2.



Alt. 4 MUCH LESS USE

Daily boater numbers limited to a maximum of 300 in segment 1, 300 in segment 2 and 30 in segment 3 from May 15 to September 15. Boater numbers in segment 4 would be limited to 100 boaters per day from May 15 to October 15.

It is estimated that boaters would be in sight and sound of other boating parties up to 25% of the time in all segments.

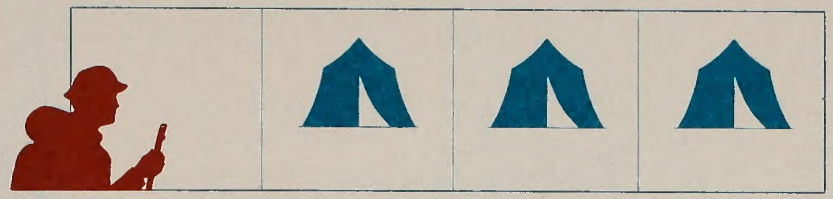


Campers

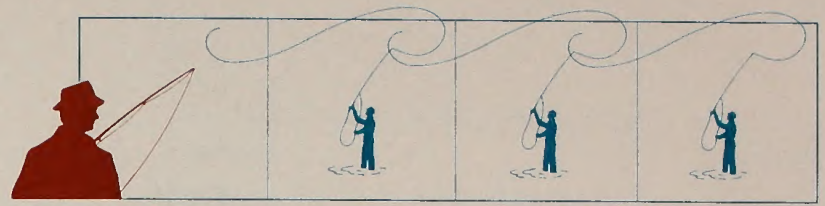
Anglers

Alt. 1 MORE USE

Campers may have to camp within sight or sound of other camping parties up to 75% of the time in unroaded sections of the river. All sites which are presently suitable for camping on BLM, State and Tribal lands would be available for camping.

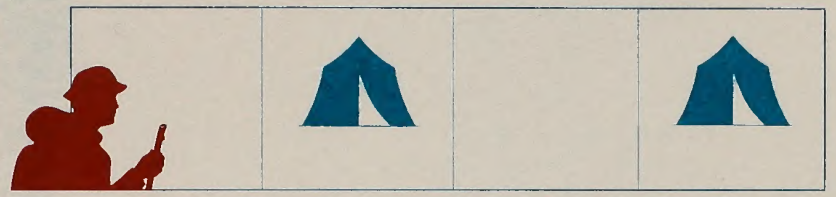


Anglers may have to pass up a fishing spot where they desire to fish because it was already occupied up to 50% of the time in segments 1 and 2 ***and up to 75% of the time in segments 3 and 4.***

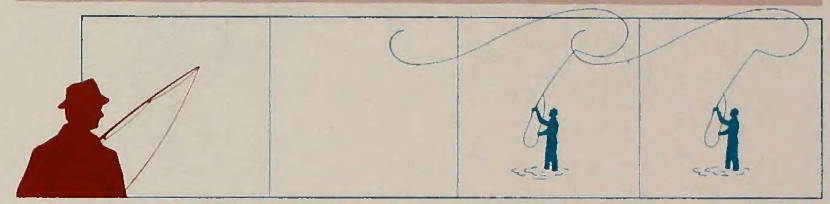


Alt. 2 NOW

Current camping regulations would remain in effect. ***It is estimated that campers presently camp in sight and sound of other camping parties on an average of 50% of the time.***

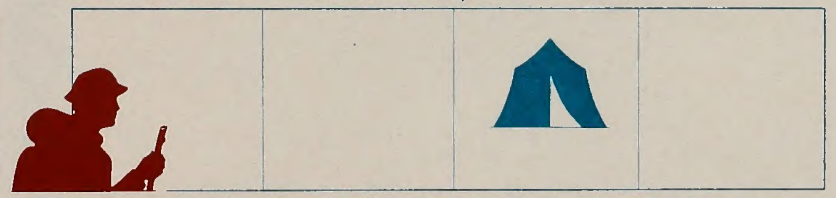


Angling regulations would remain unchanged so long as fish management objectives are met. It is estimated that anglers presently pass up a fishing spot where they desire to fish because it is already occupied 30% of the time in segments 1 and 2, ***and 50% of the time in segments 3 and 4.***

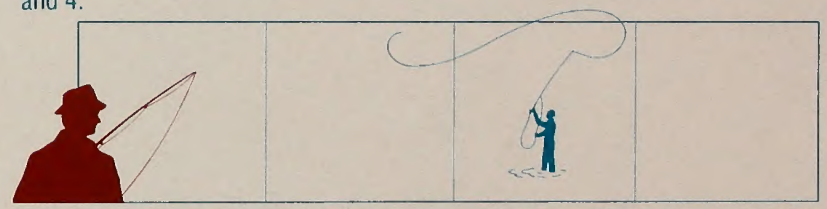


Alt. 3 LESS USE

Campers would not have to camp within sight or sound of other camping parties more than 25% of the time in unroaded sections of the river. Camping would only be allowed in average to excellent quality sites which are suitable and at least 500 square feet in size.

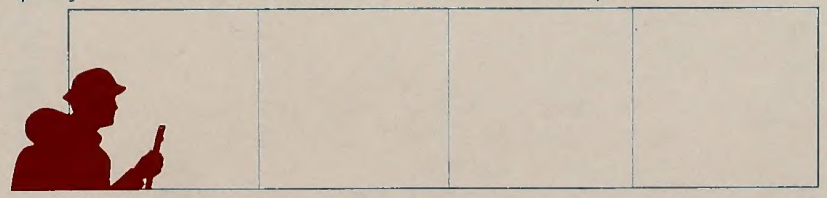


Anglers would not have to pass up a fishing spot where they desire to fish because it is already occupied more than 20% of the time in segments 1 and 2 and no more than 30% of the time in segments 3 and 4.

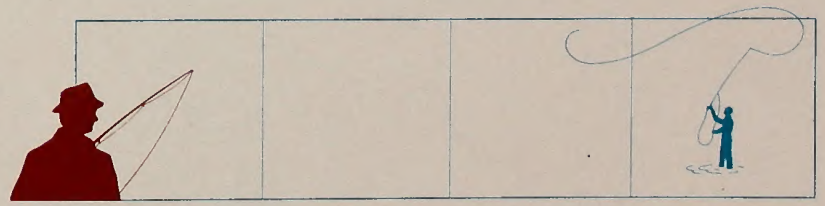


Alt. 4 MUCH LESS USE

Campers would not have to camp within sight or sound of other camping parties in unroaded sections of the river. Campsites would be reserved in advance. Camping would only be allowed in average to excellent quality sites which are suitable, stable and at least 700 square feet in size.



Anglers would not have to pass up a fishing spot where they desire to fish more than 20% of the time in any segment.



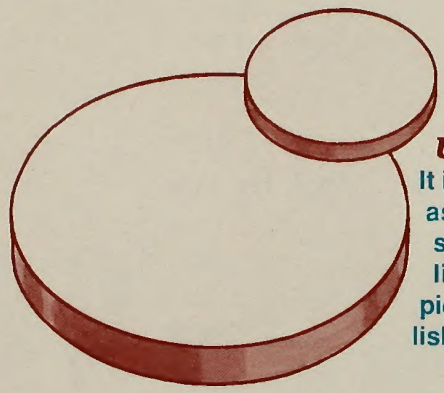
Management Standards (Continued)

	Vegetative Condition	Visual Quality
Alt. 1 MORE USE	Vegetative condition would be maintained between 26% and 50% of the plant composition found in the potential natural plant community.	Visual quality and changes on the landscape caused by management activities could be evident, but would not dominate the character of the area.
Alt. 2 NOW	Vegetative condition on BLM managed lands would reach a minimum of 60% of vegetative potential within 15 years. Tribal and State-owned lands would be managed for livestock grazing, wildlife habitat and riparian values.	Some changes in visual quality would occur consistent with the objectives of State and Federal designations.
Alt. 3 LESS USE	Vegetative condition would be managed to achieve or maintain ecological status between 51% and 75% of the plant composition found in the potential natural plant community.	Visual quality and changes on the landscape caused by management activities would not be evident. They could be visible, but would not attract attention.
Alt. 4 MUCH LESS USE	Vegetative condition would be managed to achieve or maintain ecological status between 76% and 100% of the plant composition found in the potential natural plant community.	Changes on the landscape caused by management activities would be very limited. They would blend with the surrounding landscape.

AN INTRODUCTION TO TOOLS USED TO MANAGE RECREATIONAL USE LEVELS

Allocation and rationing systems are tools available to help regulate use levels in order to meet management objectives. If the decision in the final plan is to not establish limits on recreational use of the Deschutes River there is no need to consider allocation and rationing systems. In that case anyone desiring to use the river can do so. If, however, the decision is to regulate recreational use levels, whether at a high level or low level, then certain actions will be taken to divide the available resource between the various users. **The only allocation proposal being considered at this time is between guided and private boating use.**

This section is divided into two parts. The first part describes the methods and offers examples by which use can be allocated. The second part describes methods and provides examples by which river use can be rationed to individual members of a particular group.



Use Limits

It is helpful to think of the system as a pie. The use limits define the size of the pie. If high use limits are established, it is a large pie and if low use limits are established, it is a small pie.

Rationing

Rationing describes the means by which users get a bite of their slice.

Allocation

Allocation divides the pie among various types of uses and determines the size of the piece of pie each use (wildlife/vegetation, boating, angling, camping) will receive.

Allocation Methods

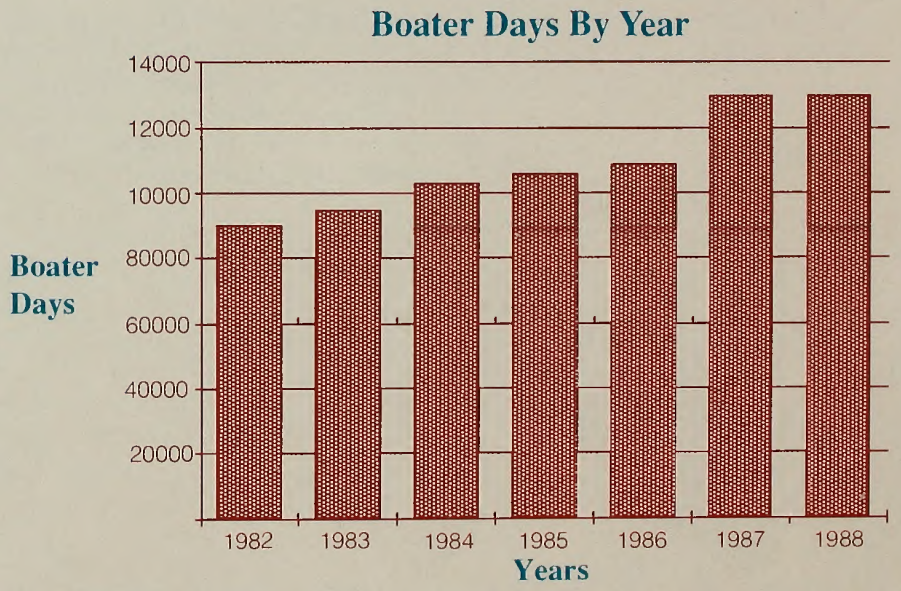
Allocation between uses is necessary when the levels of use exceed acceptable limits or established standards. At that point not everyone that wants to use the river is able to and decisions have to be made about who can use it and when. There are basically four goals that should be considered when developing allocation systems. The first goal is that of "equality." Equality assumes that individuals have the same right to certain benefits. It can be achieved either by dividing benefits equally or giving each individual an equal chance to obtain benefits. The second goal is "equity". Equity basically means fairness and any number of factors can be used in determining whether a particular allocation system is "fair". The third allocation goal is the recognition of "need" in distributing the resource. For example, those owning land along or near the river might be allocated more use. The fourth allocation goal identified is that of "social efficiency". Social efficiency is maximized when a resource is put to its most highly valued use. Those who desire the use of the resource the most will get it.

Four allocation methods will be discussed. This list is not intended to be exhaustive or exclusive. Rather, it is a description of common allocation methods and is intended to provide a sounding board on the overall issue of allocation.

Allocation and Rationing Of Guided And Private Boating Use

The primary recreational activities within the planning area are boating, camping and fishing. **Boating, however, is the only activity where allocation and rationing systems are presently being considered.** This is because camping use levels can be regulated simply by the number of sites set aside or developed for camping use. Overall numbers of anglers on the Deschutes would, to a large degree, be determined by the number of boats permitted on the river and the status of fish populations. This is especially true in segments 1 and 4. Natural resources such as fish, wildlife, vegetation, water, historical and archaeological values can be managed by providing for known biological needs or conforming with established policy requirements. Regulation of boating use is much more difficult because it is primarily based on social considerations such as crowding and is spread over the entire 100 mile length of the river.

In 1988, there were approximately 130,000 boater days of use on the river. The highest use periods were on weekends and holidays during the summer months. Congestion at launch and landing sites, crowding on the river and competition for camping and fishing areas is the result. Allocation and rationing systems which regulate boating use at certain levels are described under alternatives 3 and 4. Alternatives 1 and 2 would allow boating, both private and guided, to continue to increase without regulation. No allocation methods would apply downstream from Moody Rapids under any alternative.



The overall trend in total boating use (1982 — 1988.)

Historical Use Method

Under this method historical use patterns are examined to see how use among user groups has in fact been split. This historic split is then carried forward into the future. Historic use may be the method which results in the least dislocation to each of the user groups since it recognizes existing use patterns and each user group will share increases or decreases in use levels proportionately. One of its primary disadvantages is that it freezes use allocations at a point in time and may not take into account changing conditions or patterns of use by user groups.

Example

Permits would be allocated between commercial guides and private users based upon historical use patterns. On segments one and two 20% of the permits would be allocated to guides. On segments three and four 25% would be allocated to guides. The allocations would be made to guides on a daily basis, rather than a weekly, monthly, or seasonal basis. That is, each day the allocation would be made. Guides would not be allowed to pool these allocations and use them during favorable days.*

Even Split Method

Under an even split method an equal percentage split is used for various user groups. For example, use might be split 50-50 between guided parties and nonguided parties. This method has the advantage of superficial fairness in that things are evenly split. However, it has a substantial potential for serious dislocation of user groups that have historically had more than a 50% share of the use. The arbitrariness of the split may also cause groups to view the allocation as "unfair".

Example

Guides would be allocated a greater percentage of boater permits than historical use would indicate. This allocation method recognizes the beneficial impact that guides have on the economy and attempts to enhance commercial interests. Under this method, guides would be allocated 50% of the boater permits on all segments. Allocations would be made on a daily basis.

Freedom Of Choice Method

Under the freedom of choice method all private users are treated equally. That is, each private user has an equal chance of obtaining a permit. That person then has a choice of whether to use a guide or not to use a guide. A member of the public is able to choose the precise recreational experience he or she desires. Under other allocation methods a person obtaining a permit may not be able to choose the precise experience that he or she wants. Allocation methods giving thick slices of the pie to any particular user may be deemed arbitrary and unfair by users who do not feel their size of the pie is big enough. Under this method guides do not have a fixed slice of the pie; rather, the size of their slice will be determined by the marketplace and the rationing system that is established. Theoretically guides under this allocation method could end up guiding from 0% to 100% of the users.

Example

Under this method all permits would be allocated to private individuals. They would then be free to choose whether to use the services of the guide or not. Guides would be permitted to apply for permits on behalf of their clients.

Combination Method

A combination of allocation methods might be used to fit the particular circumstances of a river system. For example, historical use data might be used to allocate river usage. Use might then be allocated among boaters using the freedom of choice method or an even split method.

Example

In this option, allocation of permits is weighted in favor of the general public over commercial guides. Under this alternative 10% of the permits would be allocated to guides on segments 1 and 2 and 15% on segments 3 and 4. The remaining permits would be available to private individuals who could then decide whether to use the services of a guide or not. Allocations would be made on a daily basis.

*Based on BLM commercial permit and Deschutes Boater Pass data from 1983 through 1988.

Rationing Techniques

Once the allocation decisions are made, it is then necessary to focus on how use will be rationed among members of various user groups. This is done through a rationing system. Again, a variety of rationing techniques have been developed. Not all methods are appropriate for rationing use among all user groups. For example, a bid and prospectus system might be appropriate for rationing use among guides but would be inappropriate for rationing use among private users. Six rationing techniques are discussed.

First-Come/First-Served (Queuing Or Advance Registration)

Under this method a premium is placed on time. In order to get a permit users have to go to the place where permits are being handed out and may have to wait in line. Write-in or phone-in applications may also be used in this system. This method has the advantage of allowing people to plan well in advance but it penalizes those that may want to make a spur of the moment trip.

Lottery

Using a lottery technique all applicants have an equal chance of participating since the selection is random. It has the advantage of treating all people equally. However, to the extent that there are other goals, such as giving preference to first time users, or experienced people, or in-state residents, etc., it may not meet those objectives.

Bid And Prospectus

This rationing technique would probably only be appropriate to allocate use among guides. Use could be allocated to guides by using various merit factors such as experience, quality of equipment, financial condition, etc. or on the amount the guide was willing to pay to obtain permits or a combination of both. It has the advantage of obtaining best qualified guides and a higher economic return for the use of a public resource. It could well increase the economic burden to guiding businesses.

Pricing

Under this technique prices for permits are set at a level high enough to achieve the desired level of use. This method has the advantage of raising more money to manage the system. However it discriminates against those who are not able to afford the price or do not wish to pay the price.

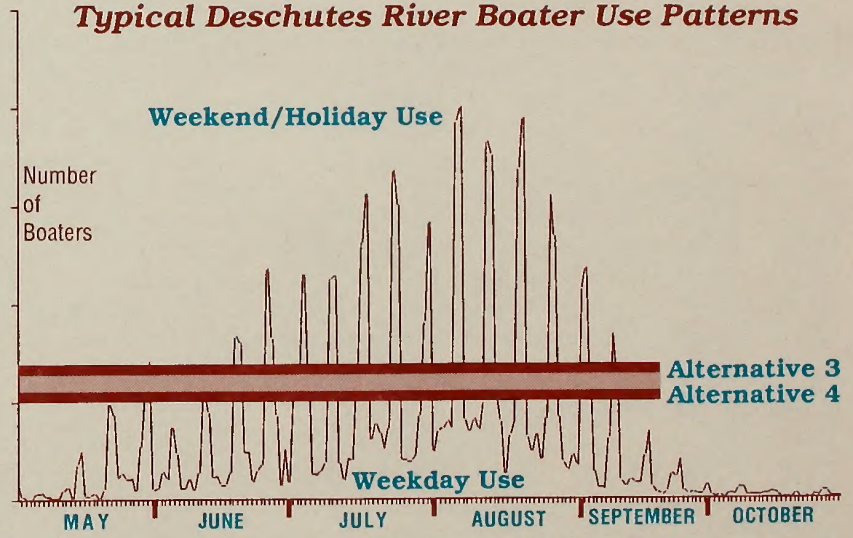
Historic (Grandfathering)

This system would also probably only be used to allocate use among guides. Guides that were able to establish historic use in the area would be allocated the permits. Guides who were grandfathered would clearly benefit and guides who were not would be displaced. There is also the question of how many permits would be allocated to each guide under this system. Each guide could receive an equal number of permits or a proportionate number of permits could be assigned based on the historic size of their operation.

Combination

Under particular circumstances a combination of rationing methods might be appropriate. For example, if the allocation method was the freedom of choice method, one block of permits might be set aside for distribution by lottery well in advance of the recreational season to allow people to plan in advance and another block might be set aside for distribution on a first-come/first-served basis on the day of use to accommodate spur of the moment recreationists.

Typical Deschutes River Boater Use Patterns



The background shows the extreme peaks and valleys of boater use on weekends/holidays, and weekdays. Management alternatives 3 and 4 attempt to redistribute the use levels.

Examples Of Rationing Techniques For Private And Guided Boating

Guided Boating Groups

Various alternatives are presented for rationing boater permits among guides. The freedom of choice rationing method can only be used with the freedom of choice allocation method. All other rationing methods can be used with any other allocation method.

Historic (Grandfathering) Rationing Method

Individual guides would establish with business or BLM Permit records the duration and amount of their guided use. Guides establishing the longest historic use would have the highest priority. Numbers of permits issued to each guide would be based on the average number of customer boater days for that guide during the 1987-1989 seasons. As guides retire or go out of business their allocation would go into a pool of public permits. Guide permits would be allocated by September 30th for the following season.

Historic (All Guides Grandfathered) Rationing Method

Under this rationing method all guides that can establish the existence of commercial operations on the Deschutes River in 1989 or earlier would be entitled to grandfathered status. Amount of use in prior years would be irrelevant. Each guide would be allocated an equal number of available permits.

Bid And Prospectus Rationing Method

Under this method permits would be allocated to guides through a bid mechanism. The contracts would be awarded using both the price bid by the guide and the qualifications of the guide as a basis for selection. The maximum bid would be for 2,000 boater days per season.

Lottery Rationing Method

All guides, including those that have made no historic use of the Deschutes River, would be entitled to enter into a lottery for the allocation of permits. Permits would be divided into blocks of 100 boater days, 500 boater days, and 1000 boater days. Guides would be permitted to enter into a lottery for each block but, if selected for more than one block, would have to choose which one they would accept.

Freedom Of Choice Rationing Method

Under this method all guides would be entitled to operate on the Deschutes River so long as their customers received a permit. Guides would not be required to show historic use of the Deschutes River.

Private Boating Groups

Lottery Rationing Method

All permits would be allocated by lottery. One-half of the permits would be allocated by a lottery on February 1st preceding the season, one-fourth on May 1st and one-fourth on June 1st. If insufficient applications were received for all permits in a lottery, the remaining permits would be allocated on a first-come/first-served basis.

First-Come/First-Served Rationing Method

All permits would be allocated on a first-come/first-served basis (phone-in) with one-half of the permits made available on February 1st preceding the boating season and one-half of the permits available on May 1st.

Combination Rationing Method

One-half of the permits would be distributed by lottery on February 1st prior to the boating season. One-fourth of the permits would be available on a first-come/first-served basis one month before the floating date (phone in), one-fourth of the permits would be available one week before the floating date on a first-come/first-served basis. (phone-in).

SUMMARY OF ISSUES, PROBLEMS, AND MANAGEMENT ALTERNATIVES FOR THE LOWER DESCHUTES RIVER

The following information summarizes some of the management actions which could be used to resolve the issues and problems involved with recreational use of the Deschutes River.

For a more detailed description of these management alternatives, request the extended report from: **District Manager, Bureau of Land Management, P.O. Box 550, Prineville, OR 97754. Telephone: (503) 447-4115**

PROTECTION OF NATURAL AND CULTURAL RESOURCES

***Issue:* How should riparian areas be managed to protect water quality?**

***Problem:* Loss or degradation of vegetation and soil due to live stock and human use has resulted in damage to fish habitat.**

Alt. 1 MORE USE	Vegetation managed to achieve or maintain mid seral (fair) ecological condition; additional parking areas provided; damaged areas rehabilitated; no recreational use restrictions except in rehabilitated areas.
Alt. 2 NOW	Vegetation managed to reach full vegetative potential on BLM lands, with minimum of 60% achieved in 15 years; damaged areas rehabilitated; no recreational use restrictions except in rehabilitated areas.
Alt. 3 LESS USE	Vegetation managed to reach late seral (good) ecological condition; livestock fenced out of most riparian areas; watering points controlled; damaged areas rehabilitated using seeding and planting; camping only in sites set aside for camping; extensive site protection and rehabilitation.
Alt. 4 MUCH LESS USE	Vegetation managed to reach potential natural plant community. Livestock removed from all riparian areas; planting to enhance natural succession; all parking outside riparian areas; damaged areas rehabilitated using seeding and planting of native species only; camping by reservation only; intensive site protection and rehabilitation.

***Issue:* How should water quality and water flows be managed to protect or enhance fish habitat?**

***Problem:* Lack of flow fluctuation to clean spawning gravel.**

Alt. 1 MORE USE	No gravel replacement.
Alt. 2 NOW	No gravel replacement.
Alt. 3 LESS USE	No gravel replacement.
Alt. 4 MUCH LESS USE	Gravel replaced mechanically in three miles of river downstream from Petton Dam.

***Issue:* How should wildlife habitat be managed?**

***Problem:* Livestock and human uses have damaged wildlife habitat and reduced wildlife populations.**

Alt. 1 MORE USE	Vegetation managed to achieve and maintain mid seral (fair) or better ecological condition; no new restrictions on recreation; new campsites developed; wildlife habitat rehabilitated.
Alt. 2 NOW	Vegetation managed to provide maximum wildlife habitat diversity and to reach full vegetative potential on BLM lands with 60% achieved in 15 years; no new restrictions on boating or camping except in rehabilitated areas; no new facilities.
Alt. 3 LESS USE	Vegetation managed to achieve and/or maintain late seral (good) ecological condition using water development, seeding and planting and controlled burning to enhance wildlife habitat; camping restricted in sensitive wildlife areas and for rehabilitation; no new vehicle access; planting of best-suited species; dogs allowed on leash.
Alt. 4 MUCH LESS USE	Vegetation managed to achieve and/or maintain potential natural plant community; livestock removed from riparian areas; seeding, planting and fertilizing of native species only to enhance wildlife habitat; seasonal boating restrictions; no camping in sensitive wildlife areas; enhancement of waterfowl and small game habitat with native plant species; reintroduction of former native wildlife species; dogs banned seasonally.

***Issue:* How should historical/archaeological resources be managed?**

***Problem:* Impact of recreation, vandalism and livestock grazing on historical/archaeological resources.**

Alt. 1 MORE USE	Significant historical/archaeological resources protected, stabilized or excavated in high use areas; livestock managed to reduce trampling.
Alt. 2 NOW	Impacts to historical/archaeological resources mitigated prior to implementation; existing law enforcement, interpretive facilities and monitoring continued; range improvements evaluated for effects on these resources.
Alt. 3 LESS USE	Use managed to reduce impacts on historical/archaeological resources, impacts mitigated; education, interpretation, monitoring and cooperative law enforcement implemented or continued; livestock managed to eliminate impacts to significant resources.
Alt. 4 MUCH LESS USE	Use restricted or prohibited to protect significant historical/archaeological resources; regular aerial surveillance and monitoring utilized; private collectors urged to share material; livestock eliminated where significant resources exist.

RECREATIONAL ACTIVITIES

Issue: How should non-motorized boating be managed?

Problem: **Congestion, user conflicts and competition for campsites and fishing areas.**

Alt. 1 MORE USE	No restriction on the number of boaters. Group size limited to 30 people in segment 2, 16 in segments 1 and 3, and 24 in segment 4.
Alt. 2 NOW	No restriction on number of boaters; group size limited to 16 per guided party; no new restrictions on camping.
Alt. 3 LESS USE	In segment 1, entry limited to 425 boaters per day, 475 in segment 2, 50 in segment 3 from May 15 to September 15. In segment 4, boaters limited to 150 (May 15 to October 15). Group size limited to 16 per party per day in segments 1, 3, and 4; 24 per party per day in segment 2; camping in designated sites on a first-come basis.
Alt. 4 MUCH LESS USE	Entry limited to 300 boaters per day in segment 1, 300 in segment 2, 30 in segment 3 from May 15 to September 15. In segment 4, 100 boaters per day (May 15 to October 15). Group size limited to 12 per party per day; camping by reservation only.

NOTE: Entry limitations are **all** boaters, not just non-motorized (Alternatives 3 and 4).

Issue: How should motorized boating be managed?

Problem: **Congestion, user conflicts and competition for campsites and fishing areas.**

Alt. 1 MORE USE	No restriction on the number of boaters. Group size limited to seven per boat; motorboater camping only in sites set aside for motorboaters on a first-come basis; 15 new sites developed for motorboaters in segment 4.
Alt. 2 NOW	No restrictions on number of boaters; group size limited to 16 per guided party; no restrictions on camping.
Alt. 3 LESS USE	In segment 1, entry limited to 425 boaters per day (May 15 to September 15), 475 in segment 2, 50 in segment 3, 150 in segment 4 (May 15 to October 15). Group size limited to seven per boat per day; motorized boat use confined to between sunrise and sunset; motorboat size limited to 23 feet in 1991, 20 feet in 1995; seasonal restriction; no-wake and pass-through zones established; camping by motorboaters by reservation only in sites set aside in segment 4.
Alt. 4 MUCH LESS USE	No motorboat use allowed.

NOTE: Entry limitations are **all** boaters, not just motorized (Alternative 3).

Issue: How should a quality fishing experience be maintained or enhanced?

Problem: **Competition for fishing areas and conflicts with other users.**

ALT. 1 MORE USE	Regulations more restrictive; increased competition for fishing spots; public easements acquired; island angling permitted; hiking trails developed; new campsites away from concentration areas; angler only use at some sites.
Alt. 2 NOW	Regulations not changed; some additional access provided as opportunities arise; no new facilities; no new user restrictions.
Alt. 3 LESS USE	Regulations liberalized; competition for fishing spots decreased; facilities improved; some camping and angling areas designated for walk-ins only.
Alt. 4 MUCH LESS USE	Regulations liberalized; competition for fishing spots decreased significantly; non-angler numbers limited seasonally; camping by reservation only.

Issue: How should camping be managed?

Problem: **Campsite availability, quality of facilities and environment.**

Alt. 1 MORE USE	Camping on a first-come basis in sites set aside; group size limited to 25; increased competition for sites.
Alt. 2 NOW	No new restrictions on group size or camping; some campsite facilities improved.
Alt. 3 LESS USE	Camping limited to sites set aside; group size limited to 16; competition for sites decreased.
Alt. 4 MUCH LESS USE	Camping by reservation only, by groups not to exceed 12 people; competition for sites significantly decreased.

Issue: How should guided and outfitted services be managed?

Problem: Congestion and public safety.

Alt. 1 MORE USE	No limit on the number of guides and outfitters, permits required; group size limited; minimum qualification requirements established.
Alt. 2 NOW	No limit on number of guides and outfitters; permits required; group size limited.
Alt. 3 LESS USE	The number of guides and outfitters controlled; group size limited; some segment 4 campsites set aside for guides only; certification required.
Alt. 4 MUCH LESS USE	Motorboats banned; the number of non-motorized guides and outfitters controlled; group size limited; certification of guides and equipment required.

Issue: What action should be taken with regard to public access?

Problem: Inadequate and unsafe roads and parking areas and inadequate foot access.

Alt. 1 MORE USE	Roads, parking and launching areas upgraded; public easements acquired; trails developed.
Alt. 2 NOW	Existing roads, parking and launching areas maintained to present standards; some roads designated; trails hardened in high use areas.
Alt. 3 LESS USE	Roads upgraded and designated; parking redistributed to outside of riparian areas; launches upgraded. Sandy Beach landing improved; Sherars Falls landing closed; trails developed or improved; easements acquired.
Alt. 4 MUCH LESS USE	Roads upgraded and designated; vehicles limited to 15 passengers; some parking areas closed and rehabilitated; foot trails controlled.

Issue: How should user fees be levied for public use of the Deschutes River?

Problem: Inequitable and inadequate funding.

Alt. 1 MORE USE	No user fees except camping fees and 3% of guides' adjusted gross revenue.
Alt. 2 NOW	Existing fee structure would remain.
Alt. 3 LESS USE	Daily ($1.75) or annual ($12) fee required for all users; camping fees paid in major campgrounds; guides charged 3% of adjusted gross revenue plus administrative fee.
Alt. 4 MUCH LESS USE	Daily ($2), annual ($15), or annual family ($25) fee required for all users; camping fees paid in major campgrounds; guides charged 3% of adjusted gross revenue plus administrative fee; offsite fee collection.

PUBLIC SAFETY/SERVICES

***Issue:* How should emergency services be managed?**

***Problem:* Inadequate services.**

Alt. 1 MORE USE	BLM increases fire suppression capability and assumes lead responsibility for fire suppression; counties assume responsibility for ambulance service; funded by user fees.
Alt. 2 NOW	Present levels of service would continue.
Alt. 3 LESS USE	Site specific safety regulations developed, including open fire prohibition, June 1 - Sept. 30, increased surveillance and enforcement.
Alt. 4 MUCH LESS USE	User fees fund emergency services.

***Issue:* How should public information and education be handled?**

***Problem:* Lack of public information/education.**

Alt. 1 MORE USE	Information stations and interpretive areas established at strategic sites; visitor center established at Maupin City Park.
Alt. 2 NOW	Existing information stations continued; volunteers used by agencies.
Alt. 3 LESS USE	Information included on user passes; visitor center established at historic railroad station in Maupin; information displays placed at strategic sites.
Alt. 4 MUCH LESS USE	Guides and outfitters required to distribute information brochures to clients; information display boards located at strategic sites; Deschutes River curriculum developed for schools.

***Issue:* What actions should the managing agencies take to effectively provide law enforcement on public, Tribal and private lands?**

***Problem:* Inadequate enforcement.**

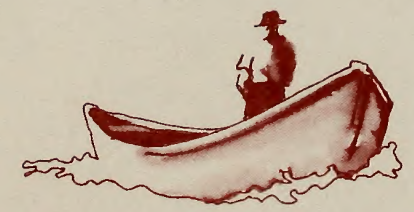
Alt. 1 MORE USE	Law enforcement increased, including full time officer in segment 2; increased use of aircraft and motorboats.
Alt. 2 NOW	Present law enforcement efforts continued.
Alt. 3 LESS USE	Local court established; uniform communications network established; ID number required on all floating devices.
Alt. 4 MUCH LESS USE	Alcohol consumption prohibited on river and public lands; visitor contact/monitoring established.

***Issue:* How should trespassing on Tribal and private lands be handled?**

***Problem:* Public trespassing on Tribal and private lands.**

Actions to resolve this issue will not be analyzed under the various alternatives.

Ongoing efforts relating to land exchanges to increase public land holdings, public education, and law enforcement will be continued and increased.



GLOSSARY

Allocation — The assignment of recreational use or access to users through management methods after it is determined that demand for the resource exceeds acceptable limits or established standards.

BLM lands — Any land and interest in land managed by the United States Government and administered by the Secretary of the Interior through the Bureau of Land Management.

Boat — All floating crafts or devices.

Boater — Any person who utilizes a floating craft or device for transportation on the surface of the river.

Campground — One or more developed campsites in a specific area.

Camping — outdoor living for recreation.

Cultural resources — Remains of human (historical and archaeological) activity, occupation, or endeavor, reflected in districts, sites, structures, buildings, objects, artifacts, ruins, works of art, architecture and natural features that were of importance in past human events. Cultural resources consist of: (1) physical remains; (2) areas where significant human events occurred, even though evidence of the events no longer remains; and (3) the environment immediately surrounding the actual resource.

Deschutes River Scenic Waterway Recreation Area — The area defined by ORS 390.930-.940 that originates at Pelton Reregulating Dam and terminates at the river's confluence with the Columbia River and includes related adjacent land within 1/4 mile of the average high water line.

Deschutes Wild and Scenic River Area — The area within the proposed WSR boundaries originating at Pelton Reregulating Dam and ending at the confluence with the Columbia River. The area averages not more than 320 acres per river mile.

Developed campsite — Contains improvements for camper comfort and sanitary facilities such as toilets, drinking water, tables and trash receptacles.

Early seral — Ecological status that corresponds to 0 to 25 percent of the plant composition found in the potential natural community. Synonymous with poor range condition.

Ecological status — Four classes of successional stage (or range condition) used to express the degree to which the composition of the present plant community reflects that of climax. The four classes (followed by the percentage of plant community that is climax for the site) are: Potential, Natural Community, 76-100; Late Seral, 51-75; Mid-seral, 26-50 and Early seral, 0-25.

Environmental Impact Statement (EIS) — A formal document to be filed with the Environmental Protection Agency that considers significant environmental impacts expected from implementation of Federal actions.

Group size — The number of people in a boating or camping party including guides and any support personnel.

Guide — A person who provides services by leading one or more other persons in outdoor recreation activities for a fee.

Guide permit — A license to carry out the activities of a guide.

Habitat — The type of environment in which certain plants or animals live.

Impact — A change in the environment caused by the activities of humans.

Issue — A subject or question of widespread public discussion or interest regarding management of a geographic area which has been identified through public participation.

Landing site — The riverbank location where boats are taken from the river.

Late seral — Ecological status corresponding to 51 to 75 percent of the plant composition found in the potential natural plant community. Synonymous with good range condition.

Launch site — The riverbank location where boats are placed in or removed from the river.

Limited entry system — A system in which the number of participants in an activity is limited to meet certain management objectives.

Management objectives — Parameters or goals to be used as standards to measure the success of the management plan.

Mid-seral — Ecological status that corresponds to 26 to 50 percent of the composition found in the potential natural plant community. Synonymous with fair range condition.

Native species — Plants or animals that are indigenous to an area.

No-wake zone — An area where boat speed is reduced to minimize boat wake, with a 5 mph maximum speed.

Off-road vehicle (ORV) — Any motorized vehicle capable of, or designed for, travel on or immediately over land, water, or other natural terrain, excluding (1) any nonamphibious, registered motorboat; (2) emergency vehicles; and (3) vehicles in official use.

On-site regimentation — Regulations, restrictions or controls which limit or influence how people use an area or resource.

Outfitter — A dealer in equipment or supplies for expeditions or camping trips.

Pass-through zone — An area of streambank where all floating craft or devices are prohibited from stopping.

Permit system — A method of alloting use of a public resource through issuance of permits.

Plan objectives — Guiding statements or goals that present the purposes and overall intent of the planning effort.

Planning area — The Deschutes River and its immediate environment within either the State Scenic Waterways boundary or interim National Wild and Scenic Rivers boundary between the Pelton Reregulating Dam and the Columbia River.

Potential Natural Community (PNC) — The final or stable biotic community in a successional series. Usually self-perpetuating, it corresponds to 76 to 100 percent of the plant composition found in the potential natural plant community. Synonymous with excellent range condition.

Riparian area — The land adjacent to water, where water, soil and vegetation interact to form a unique microclimate.

Scoping — The process by which significant issues relating to a proposal are identified. It includes eliciting public comment, evaluating concerns and developing issues and alternatives for consideration.

Sensitive wildlife habitat — Habitat such as riparian areas, which are crucial for nesting, rearing, feeding or cover.

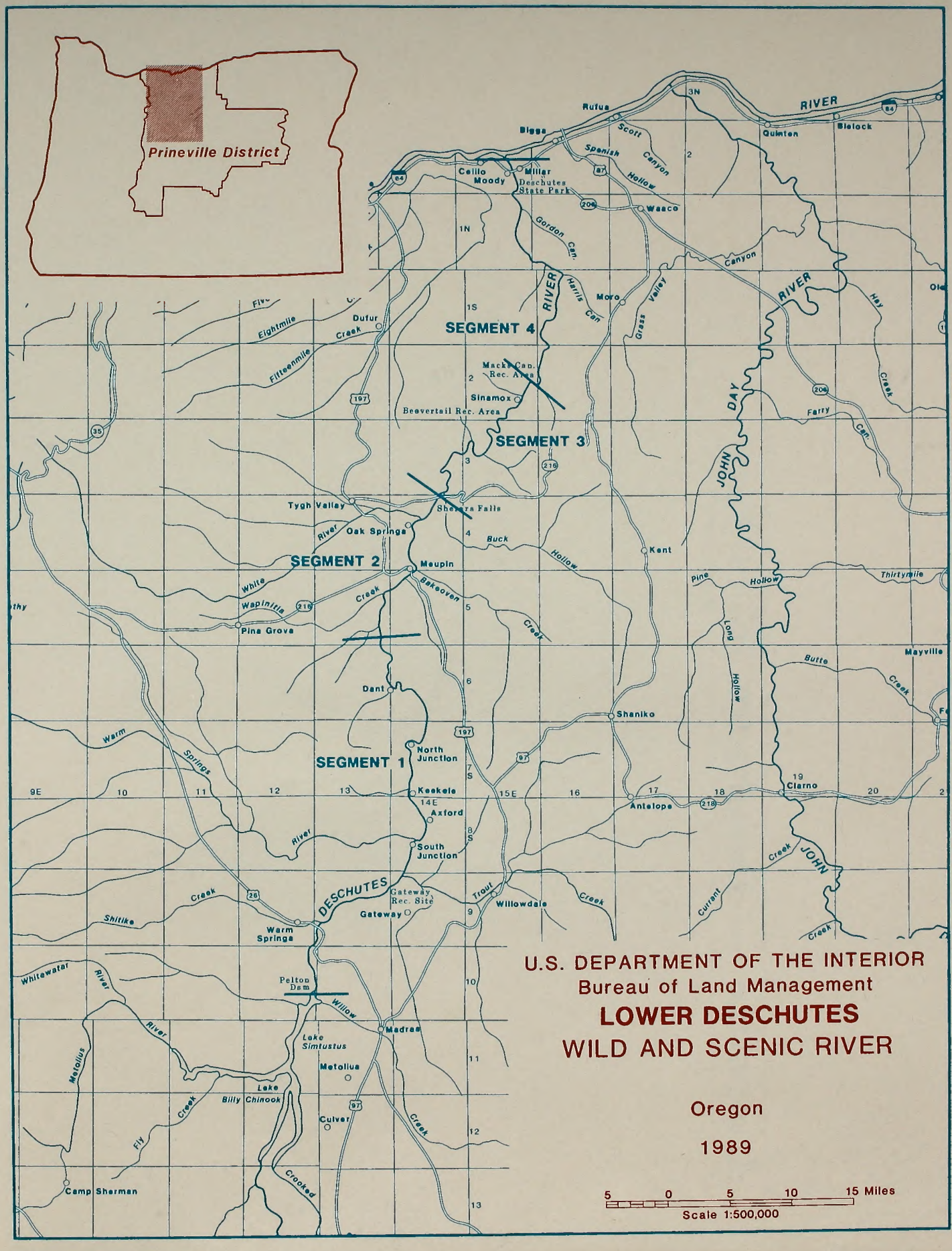
Suitable campsite — A site on which soil, vegetation and slope conditions are capable of accommodating camping use without significant damage to the basic resources.

Treaty rights — Legal rights of the Confederated Tribes of the Warm Springs Indians, established in their treaty with the United States Government.

Tribal lands — Lands owned by the Confederated Tribes of the Warm Springs within or outside the reservation boundary.

Undeveloped campsite — Contains no or few improvements for camper comfort or sanitation.

Appendix — Deschutes River Map



U.S. DEPARTMENT OF THE INTERIOR

Bureau of Land Management

LOWER DESCHUTES WILD AND SCENIC RIVER

Oregon

1989

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Public Response Form
Deschutes River Issues and Alternatives

Dear Friend of the River,

We want to hear from you. This response form is designed to make it quick and easy for you to submit your comments. If you wish to comment at greater length, please write to the address on the back.

To mail your completed response form, simply fold it in half with the return address showing, staple it and place a stamp on it. The postage is prepaid. You may identify yourself by completing the return address on the back, or you can remain anonymous by leaving it blank.

1. The report discusses many different issues for management of the river, and presents several management options for each. How satisfied are you with how the report addresses the problems and solutions for each of the following issues?

		VERY SATISFIED	SOMEWHAT SATISFIED	DIS-SATISFIED	NOT FAMILIAR WITH ISSUE	
A.	Fish habitat	[ ] 1	[ ] 2	[ ] 3	[ ] 4	-04
B.	Wildlife habitat/vegetation	[ ] 1	[ ] 2	[ ] 3	[ ] 4	-05
C.	Livestock grazing	[ ] 1	[ ] 2	[ ] 3	[ ] 4	-06
D.	Historical/archaeological resources	[ ] 1	[ ] 2	[ ] 3	[ ] 4	-07
E.	Nonmotorized boating	[ ] 1	[ ] 2	[ ] 3	[ ] 4	-08
F.	Motorized boating	[ ] 1	[ ] 2	[ ] 3	[ ] 4	-09
G.	Availability of fishing sites	[ ] 1	[ ] 2	[ ] 3	[ ] 4	-10
H.	Camp site availability	[ ] 1	[ ] 2	[ ] 3	[ ] 4	-11
I.	Camp site facilities	[ ] 1	[ ] 2	[ ] 3	[ ] 4	-12
J.	Guided & outfitted services	[ ] 1	[ ] 2	[ ] 3	[ ] 4	-13
K.	Access roads	[ ] 1	[ ] 2	[ ] 3	[ ] 4	-14
L.	Boat launches	[ ] 1	[ ] 2	[ ] 3	[ ] 4	-15
M.	Trails	[ ] 1	[ ] 2	[ ] 3	[ ] 4	-16
N.	User fees	[ ] 1	[ ] 2	[ ] 3	[ ] 4	-17
O.	Number of people	[ ] 1	[ ] 2	[ ] 3	[ ] 4	-18
P.	Public safety/services	[ ] 1	[ ] 2	[ ] 3	[ ] 4	-19
Q.	Other ____________	[ ] 1	[ ] 2	[ ] 3	[ ] 4	-20

If you are dissatisfied with the way any particular issues are addressed, could you briefly explain why? Please use the letters from the list above to indicate which issues you are discussing.

____ -21

____ -37

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2. If you could make just one change in the existing management of the river, what would it be?

____ -38

____ -39

____

3. Which of the following activities have you done on the Deschutes in the past year? (Check all that apply)

Fishing	[ ]	-40
Horseback riding	[ ]	-41
Hiking	[ ]	-42
Camping	[ ]	-43
Using a non-motorized boat	[ ]	-44
Using a motorized boat	[ ]	-45
Other ____________	[ ]	-46

4. Did you use a professional guide for any of these activities?	**YES**	**NO**	**I AM A GUIDE**	
	[ ] 1	[ ] 2	[ ] 3	-47

5. Do you have comments or suggestions concerning the planning process?

____ -48

____ -50

____ -52

Thank you for your opinions. Please fold the response form in half so the address below shows, staple it,place a stamp on it, and drop it in the mail.

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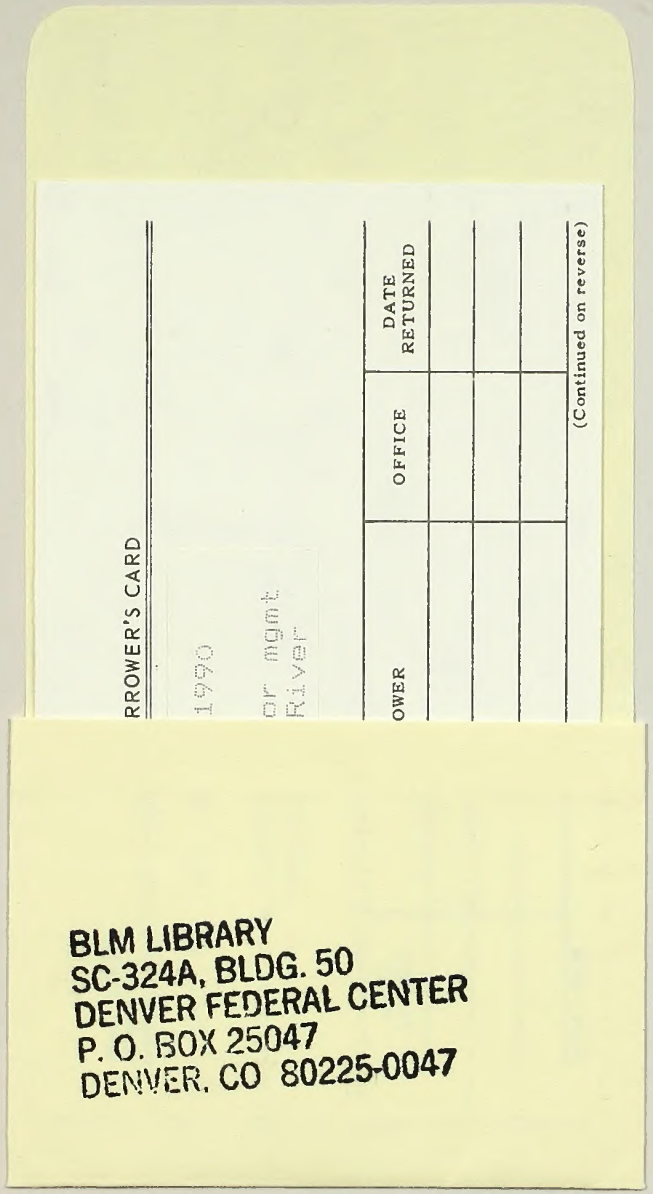
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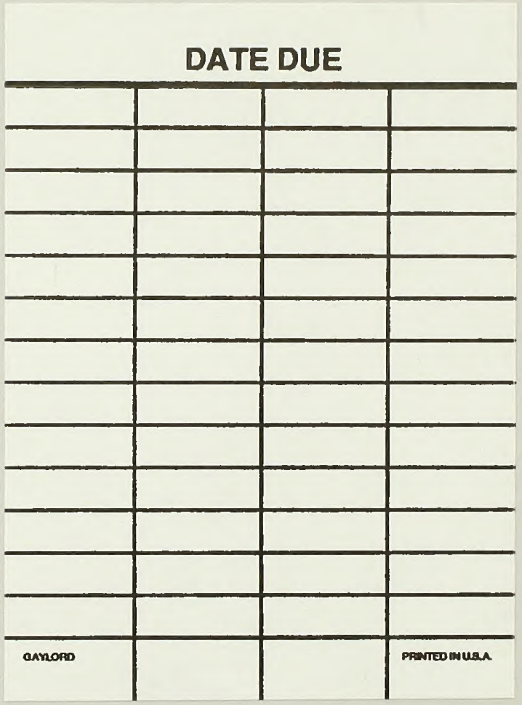
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